

“Preserve America” Report

September 2005

Cultural Resource Management Program



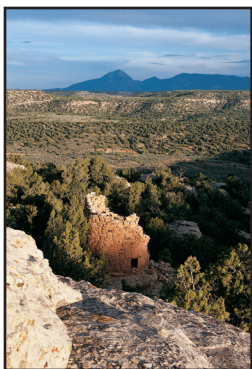
“Preserve America” Report

Executive Order No. 13287

Progress Report • September 2005



U. S. Department of the Interior
Bureau of Land Management
Cultural Resource Management Program



Cover photo: The Painted Hand Pueblo in Canyons of the Ancients National Monument, Colorado, contains a tower and at least 20 masonry rooms. The site is Ancestral Puebloan, dating to the 12th and 13th centuries A.D. The structures may have been used as habitations or for defensive purposes. Photo by Bill Proud, copyright 2000.

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EXECUTIVE SUMMARY

Section 3(c) of Executive Order (E.O.) 13287 on “Preserve America,” signed by President George W. Bush on March 3, 2003, requires each Federal agency with real property management responsibilities to prepare a report by September 30, 2005, as a sequel to its Section 3(b) report of September 2004, showing its progress in identifying, protecting, and using historic properties in its ownership, and to make the report available to the Secretary of the Interior and the Advisory Council on Historic Preservation.

In the September 2004 report, the Bureau of Land Management (BLM) described: its multiple-use mandate and the vast expanse of public land it administers; the number, diversity, and condition of the cultural resources it manages, including museum collections in internal and non-Federal repositories; the regulations, policies, and procedures under which it manages its cultural resources, including the unique arrangement under which BLM complies with its Section 106 responsibilities using a streamlined national Programmatic Agreement (PA); the management challenges confronting the agency in managing its cultural resources, and the extraordinary ways in which BLM meets these challenges; the sources of internal and external funds BLM taps to protect, study, and use its resources; and the heritage tourism opportunities and economic benefits that BLM’s cultural resources provide.

The current report, due to the Secretary of the Interior and the Advisory Council on Historic Preservation by September 30, 2005, expands on BLM’s ongoing and new public outreach, education, tourism, and other partnership activities, and updates BLM’s progress in meeting the intent of the E.O.

In December 2004, BLM’s comprehensive 8100 manual series and supplementary Handbook on Tribal Consultation were approved as final guidance. These manuals detail how BLM carries out its historic preservation responsibilities within the framework of the BLM national Programmatic Agreement and the individual State Protocols developed under the PA. This report describes some of the benefits to the agency and its partners of operating under the PA and the individual State Protocols. One of these benefits is the BLM’s Cultural Resources Data Sharing Project, which has established partnerships between BLM and the State Historic Preservation Offices (SHPOs) in the western U.S. to develop and maintain information systems for managing cultural resources. To date, BLM has invested more than \$2.25 million in the automated SHPO systems. This year, BLM-Colorado shared the Colorado Historical Society’s Stephen H. Hart Award with the Bureau of Reclamation and the U.S. Forest Service for its participation in Colorado’s Cultural Resource Geographical Information System partnership.

BLM provides funding, guidance, and technical assistance to non-Federal repositories that curate archaeological and paleontological museum collections originating from public lands. The development of exhibits at these non-Federal museums adds another dimension to public visitation at these facilities, and contributes indirectly to local economic development, including cultural tourism.

BLM’s Heritage Education Program strives to capture, sustain, and enhance public interest in cultural and paleontological resources on America’s public lands. BLM’s various heritage education initiatives, including Project Archaeology, History Mysteries, and web-based applications, stress site stewardship and the role of teachers, children, and the recreating public in protecting cultural resources. By actively advancing protection of BLM’s cultural resources and contemporary educational use of these resources, and by promoting cooperation and partnerships for achieving these aims, BLM’s Heritage Education Program supports the goals of the E.O.

BLM has launched a new website—<www.blm.gov/heritage/adventures>—to celebrate the 100th anniversary of the Antiquities Act of 1906. This website brings together, under the banner of BLM’s “Adventures in the Past” initiative, many of the BLM educational, archaeological, recreational, and public outreach activities and programs that fulfill the intent of the Antiquities Act and other historic preservation statutes, as well as address the goals of the E.O. The theme and foundation for BLM’s celebration of the Antiquities Act is citizen stewardship: the responsibility individuals have to treat heritage resources in respectful and non-impacting ways. Only by ensuring the long-term preservation of BLM’s cultural resources, in partnership with State and local governments, Indian tribes, and the private sector, can BLM hope to guarantee that its cultural resources contribute to community economic development, including heritage tourism. In connection with this objective, BLM is developing and planning to “pilot” two heritage tourism workshops in FY 2006 in collaboration with tourism providers.

As an indication of BLM’s ongoing commitment to manage its world-class cultural resources and work with local communities for the betterment and benefit of current and future generations, this report describes some new BLM heritage tourism partnerships. Partnerships highlighted in this report are the Sitka Blockhouse (AK); Swansea Townsite (AZ); Punta Gorda Lighthouse (CA); Canyon Pintado (CO); Meadowood Farm (Eastern States); White Knob Mining District (ID); Pompeys Pillar (MT); Comstock Cemeteries (NV); New Mexico Museum of Natural History (NM); Cape Blanco Lighthouse (OR); Orson B. Adams House (UT); and National Historic Trails Center (WY).

In May 2005, one BLM partnership, Undaunted Stewardship, received the prestigious Chairman’s Award for Federal Achievement in Historic Preservation from the Advisory Council on Historic Preservation. Undaunted Stewardship is a Montana program created by the BLM, Montana Stockgrowers Association, Montana State University, and U.S. Senator Conrad Burns. In its announcement, the Council said, “Just as public land stewards protect and provide reasonable access to sites important to our heritage, private landowners in Montana are encouraging appropriate heritage travel to historic sites on their property through the Undaunted Stewardship program while preserving and enhancing cultural and natural resources. This is a wonderful model for similar partnerships across the Nation.”

I. Background

In September 2004, the Bureau of Land Management completed the report required under Section 3(b) of Executive Order (E.O.) 13287 on “Preserve America,” signed by President George W. Bush on March 3, 2003. This provision of the E.O. compelled agencies with Federal real property management responsibilities to review their regulations, policies, and procedures for compliance with Sections 110 and 111 of the National Historic Preservation Act (NHPA), and to prepare a report on their progress in identifying, protecting, and using historic properties in their ownership. The earlier report, prepared according to Advisory Guidelines developed and issued by the Advisory Council on Historic Preservation in September 2003, described BLM’s Cultural Resource Management Program, with particular emphasis on BLM’s contributions to heritage tourism and local economic development.

This report is a requirement of Section 3(c) of the E.O., and again requests that agencies with Federal real property management responsibilities prepare a report by September 30, 2005, on their progress in identifying, protecting, and using historic properties in their ownership, and make the report available to the Secretary of the Interior and the Advisory Council on Historic Preservation. The Council is expected to incorporate this data and the data from the earlier report into a report on the state of the Federal Government’s historic properties and their contribution to local economic development and to submit this report to the President by February 15, 2006.

2. Update to BLM Cultural Resource Management Program Statistics

The BLM Washington Office’s Cultural Resource Management Program annually updates its inventory of cultural resources through its annual reporting process. BLM continues to maintain this information in Excel spreadsheets. It includes data on: cultural resource inventory; National Register of Historic Places; physical and administrative protection; mitigation and data recovery; cultural resource use permits; archaeological enforcement; public outreach and education; Native American consultation; and partnerships, volunteers, and cooperative management agreements. The summary of FY 2004 accomplishments, the most recent fiscal year for which data are available, can be found in Appendix A.

3. Cultural Resource Management Program 8100 Series Manuals

BLM has specific responsibilities and authorities to consider, plan for, protect, and enhance historic properties and other cultural properties that may be affected by its actions, including its approval of Federal mineral resource exploration and extraction activities. In carrying out its responsibilities, BLM is guided by its comprehensive 8100 manual series and supplementary Handbook on Tribal Consultation, within the framework of the BLM national Programmatic Agreement (PA) and individual State Protocols developed under the PA.

At the time the PA was executed, BLM made a commitment to review, update, revise, adapt, and augment the various relevant sections of its Manual (8100) in consultation with the Council, National Conference of State Historic Preservation Officers (NCSHPO), and State Historic Preservation Offices (SHPOs). Under the BLM PA, BLM’s internal guidance serves as a substitute for the 36 CFR Part 800 regulations.

The 8100 manual series that resulted from that collaboration was put into use as Interim Guidance in 1997, and made available to the public on the BLM website, along with the 1990 Native American Coordination and Consultation manual section (8160) and 1994 handbook, General Procedural Guidance for Native American Consultation (H-8160-1). The Interim Guidance served as effective field guidance from 1997 through 2004.

In December 2004, the 8100 manual series was approved as final guidance, and in March 2005, the 8100 manual series was distributed to BLM Washington, State, and Field Offices in printed form, and posted on the BLM website. Final guidance includes an updated tribal consultation manual section, Manual section 8120, Tribal Consultation under Cultural Resource Authorities, and handbook, H-8120-1, General Procedural Guidance for Native American Consultation. These now reflect only those consultation requirements and procedures that stem from cultural resource laws and regulations.

Other than updated tribal consultation guidance, the principal change between the interim and final manuals is the separation of the series into a larger number of individual sections for ease of reference. In addition, the series includes a new manual section 8170 on Interpretation. A manual section 8160 – Preserving Museum Collections remains in preparation.

Titles in the BLM 8100 manual/handbook series are listed below and may be downloaded from the BLM website at <www.blm.gov/nhp/efoia/wo/manuals.html> and <www.blm.gov/nhp/efoia/wo/handbook/handbook.html>.

- 8100 – The Foundations for Managing Cultural Resources
- 8110 – Identifying and Evaluating Cultural Resources
- 8120 – Tribal Consultation under Cultural Resource Authorities
- H-8120-1 – General Procedural Guidance for Native American Consultation
- 8130 – Planning for Uses of Cultural Resources
- 8140 – Protecting Cultural Resources
- 8150 – Permitting Uses of Cultural Resources
- 8170 – Interpreting Cultural Resources for the Public

4. Benefits of National Cultural Resources Programmatic Agreement and State Protocols

Meeting the requirements of Section 106 represents a very high workload for BLM. In 2004, BLM processed more than 13,000 undertakings requiring Section 106 compliance, and 11,700 of these required Class III inventories. Of all the Federal land-managing agencies, however, BLM has the fewest employees and receives the fewest dollars per acre to carry out its management responsibilities. Furthermore, BLM’s cultural resource management responsibilities extend considerably beyond Section 106 compliance. In order for BLM to pursue proactive work—such as stabilization of historic properties; inventory and recordation for research and management purposes; heritage education; and interpretive development of cultural resources to support heritage tourism—it must focus on the most critical compliance issues and find ways to meet its compliance responsibilities efficiently.

BLM’s national cultural resources PA with the Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers has over the past eight years enabled BLM to comply with Section 106 efficiently while meeting the highest professional standards. Because the PA and accompanying State Protocols reduce the time and costs that would otherwise be needed to comply with the standard regulatory process, they have allowed BLM to devote more effort to the proactive aspects of its Cultural Resource Management Program and focus more on its responsibilities under Section 110 of the National Historic Preservation Act.

An important provision of the national PA is establishment of BLM’s Preservation Board to advise the Director and line managers, and to provide consistency, training, and monitoring of Field Offices’ historic preservation programs. In its eight years of operation, the Board has addressed a wide range of issues relating to tribal consultation, oil and gas leasing, off-highway vehicle use, land exchanges, fire suppression, land use planning, issuance of grazing permits, management of museum collections, heritage tourism, public outreach, and other topics for which guidance was needed by Field Offices. The result has led to more uniform applications of policy, more consistent approaches to Section 106 compliance, and greater sharing of information and products among States. The Board has also increased line managers’ awareness of cultural resource program issues and challenges and has benefited in turn by the perspectives and advice of those managers who have participated as Board members.

In December 2004, the Preservation Board invited the Advisory Council and National Conference of State Historic Preservation Officers to participate in a mini-review of PA implementation. The PA is of vital importance to BLM and the agency continues to work with partners to maintain good communication and address implementation issues as they arise.

Following are some of the benefits States have derived from the national PA and State Protocols:

• **Alaska:** BLM has been able to maintain a substantial data sharing partnership with the Alaska SHPO, supported by the transfer of over \$100,000 to the SHPO’s office. This money has been used for: 1) improving and updating the state site inventory, 2) helping develop a GIS system containing site information, and 3) entering site records into the state inventory. BLM has also been able to investigate, interpret, and/or stabilize a number of Gold Rush sites, including Ft. Egbert National Historic Landmark, as well as conduct research at a PaleoIndian site above the Arctic Circle containing some of the earliest evidence of human migration to the New World.

• **Arizona:** Efficiencies gained under the national PA and Arizona Protocol have allowed cultural heritage staff to spend more time developing and sustaining partnerships to carry out a wide range of proactive work, including stabilizing historic properties, Site Steward monitoring to detect and deter vandalism, rock art recordation, support of university field schools, and heritage education efforts such as Project Archaeology. From Fiscal Years 2000 through 2004, BLM-Arizona was able to invest approximately \$544,000 in cultural heritage partnerships, with partners contributing nearly \$1,515,000 to accomplish proactive work. Most of BLM’s contribution to this work was in the form of staff time (labor dollars) gained by the streamlined provisions of the Protocol.

• **California:** The intent of California’s original 1998 Protocol was to achieve a strategic balance between multiple uses and historic preservation through a more efficient Section 106 compliance process, redirecting the time and cost savings to proactive historic preservation efforts. Key successes of California’s original Protocol include vastly expanding the listing of National Register properties, greatly increasing Section 110 cultural resources inventory, and improving internal partnerships between management and cultural heritage staffs. California’s current Protocol (2004) will continue these successes. It will also broaden the scope of what constitutes historic preservation, facilitate development of a Statewide Historic Preservation Plan, and promote the visibility of cultural resources in its own right.

• **Colorado:** The Field Office certification process required by the PA has had the effect of encouraging Field Offices to quickly fill vacant positions with qualified professionals. Streamlining the Section 106 review process has also given BLM the opportunity to work on the large backlog of reports that have not been processed. Colorado is now pursuing grants and doing more proactive Section 110 work as a result of the PA and Protocol, including developing cultural resource sensitivity models and preparing research designs for Field Offices. Industry proponents have expressed their view that the PA and Protocol save them time as well.

• **Idaho:** Because more time has been available for proactive work, BLM-Idaho has been able to pursue Challenge Cost-Share efforts, sustaining six partnerships to accomplish cultural heritage projects over the past several years. That office has also been able to devote funding to find an alternate curation facility for collections removed from BLM lands, meeting a critical need resulting from lack of space in the two existing curation facilities.

• **Montana:** Reducing the paperwork and time associated with compliance has enabled BLM-Montana staff to produce several proactive products, including a Historic Preservation Plan for hardrock mining. That office has also developed internet access to the SHPO’s statewide automated cultural resource database and has been able to collaborate with the SHPO on assessing historic cultural landscapes.

• **Nevada:** The Nevada Protocol has eliminated more than 90 percent of SHPO consultation on routine projects and greatly facilitated timely project implementation. The SHPO has become a routine cooperating agency in Nevada planning efforts. The SHPO/BLM partnership has also resulted in 60 percent of

the state data’s being automated. Under the auspices of the State Protocol, BLM- Nevada has increased site monitoring, site stewardship programs, and resource management partnerships. Finally, the State Protocol has allowed BLM-Nevada to maintain an appropriately qualified professional staff.

- **New Mexico:** The New Mexico Protocol plays an essential role in streamlining the compliance process for 2,500 to 3,000 undertakings per year. It has greatly reduced paperwork for both BLM and the SHPO, has facilitated joint workshops with the SHPO, and has resulted in partnerships to improve the statewide archaeological database, heritage education, and outreach. Joint projects have included: development of Project Archeology materials in Spanish and expansion of the program to Mexico; development of regional research designs; funding of research on the geomorphology of sand sheets; and production of data comparability standards. As a result of the Protocol, site monitoring has increased, site stewardship programs are expanding, and joint strategic planning for heritage tourism is underway.

- **Oregon:** The Oregon Protocol has increased the sharing of expertise between BLM and the SHPO and has decreased the SHPO’s formerly staggering caseload of project reviews. Because of its emphasis on maintaining professional staff, the Protocol has encouraged managers to fill vacancies with better qualified archaeologists instead of relying on students or others with minimal experience. Staff time freed up from compliance paperwork has been devoted to Section 110 work, including Preserve America initiatives, garnering more partnerships for interpreting historic properties, establishing historic byways, and other outreach efforts.

- **Utah:** The Protocol with the SHPO has resulted in more direct accountability and predictability in the Section 106 process, and in better records of the overall compliance process. Project proponents are seeing a direct benefit in timelier processing of most undertakings. The SHPO has also benefited as the Protocol allows a programmatic approach to issues and has significantly reduced case-by-case review from participating Field Offices.

- **Wyoming:** BLM-Wyoming processes over 4,500 undertakings per year, the largest Section 106 workload of all the States containing BLM-administered lands. In addition to the enormous workload this represents for BLM, it also represents 85 percent of the Wyoming SHPO’s workload. The national PA and Wyoming’s Protocol have been life-savers for BLM and the SHPO by exempting many routine undertakings from Section 106 review. The partnership components of the Protocol have allowed BLM to: send state curators to training; allocate over \$250,000 to Wyoming curation facilities; fund historic contexts; develop statewide standards for reports; support Wyoming’s statewide Archaeological Awareness Month; provide over \$450,000 to upgrade the automation of the statewide cultural resources database; and keep statewide site records current by contributing approximately \$35,000 to \$50,000 annually to the SHPO cultural records office. BLM has also been able to devote time and funding to pilot a real-time computer tracking system for its undertakings; the system indicates where each project is in the compliance process at any given time.

5. BLM Heritage Education Initiatives

BLM’s archaeological and paleontological resources offer almost limitless educational possibilities to America’s teachers, who constantly look for ways to enrich their lessons and make the past come alive. BLM’s Heritage Education mission is “. . .promoting stewardship of cultural and paleontological resources so that present and future generations can learn from and enjoy their heritage on Bureau of Land Management lands without harm to the resources.” The goals of BLM’s Heritage Education Program

are to capture, sustain, and enhance public interest in cultural and paleontological resources on America’s public lands. This directly supports BLM’s overall mission to “. . . sustain the health, diversity, and productivity of the public lands for use and enjoyment of present and future generations.”

BLM’s Heritage Education Program consists of four main projects:

- Project Archaeology —classroom materials for teachers and their students;
- History Mysteries —public lands-related activities for children;
- web-based outreach—general heritage education and activities for children;
- public events and professional conferences —venues for distributing information about BLM’s Heritage Education Program

BLM’s Heritage Education Program seeks to capture the interest of recreationists, teachers, and children in the stewardship of cultural resources. Stewardship messages are important because the Bureau’s cultural resources are at great risk of damage or loss from natural and human forces. Of the estimated 4 to 4 ½ million sites on public lands, only 271,474 cultural properties have been recorded. About the rest, little is known. Stewardship is vital to the conservation of these resources for present and future generations.

BLM’s Heritage Education Program uses external partnerships as the basis for leveraging Federal resources to promote conservation and protection of cultural resources. These partners collaborate on projects of mutual interest and benefit. Site steward and other volunteer options provide opportunities to sustain and enhance the interests of these people in cultural resources and public lands. The success of Project Archaeology and various site steward programs particularly depends on partnerships. In Fiscal Year (FY) 2004 volunteers contributed over 32,000 hours to BLM heritage education efforts. (Table 1)

Table 1
BLM State Heritage Education Programs
Annual Expenditures FY 2004*

BLM Western States	Heritage Education Partners (\$)*	BLM Heritage Education (\$)*	Total Heritage Education (\$)*	Volunteer Hours
Alaska	1,000	-	1,000	0
Arizona	42,500	8,200	50,700	2,500
California	-	-	-	75
Colorado	16,600	-	16,600	9,796
Idaho	49,600	200,000	249,600	0
Montana/Dakotas	-	-	-	0
Nevada	-	10,500	10,500	360
New Mexico	17,100	21,500	38,600	998
Oregon/Washington	1,330	21,220	22,550	4,013
Utah	-	8,000	8,000	15,000
Wyoming	49,500	15,400	64,900	0
Total BLM Western States*	177,630	284,820	462,450	32,742

*Figures do not include expenditures for Project Archaeology

Project Archaeology

Americans from across the nation recreate on public lands, and many are particularly interested in viewing BLM’s cultural resources. People who know and understand how archaeology works and why it is important will be better prepared to be good stewards while visiting BLM cultural properties. Today’s schoolchildren are tomorrow’s visitors to public lands. The goal of Project Archaeology, BLM’s classroom education program, is to teach young citizens to value and conserve the nation’s rich cultural heritage now and in the future.

Project Archaeology was founded in Utah in the early 1990s in response to widespread vandalism and looting of that State’s archaeological treasures. Agency officials from BLM, the U.S. Forest Service, the National Park Service, and the State of Utah agreed that education was the best way to protect archaeological resources over the long term and came together to develop a statewide program called the “Intrigue of the Past Archaeology Education Program.” The program serves Utah educators by providing a high-quality curriculum guide (*Intrigue of the Past: Investigating Archaeology*), professional development workshops and institutes, and continuing support in archaeology education.

In 1992, when BLM started a national Heritage Education Program, the agency adopted *Intrigue of the Past* as the classroom component, and launched it nationwide as “Project Archaeology.” Project Archaeology gives students a basic understanding of how archaeology works and teaches them to respect and protect cultural resources. As in Utah, the national program uses a high-quality activity guide, *Intrigue of the Past: a Teacher’s Activity Guide for Fourth through Seventh Grades* (Smith et al. 1996). The guide is divided into three sections: 1) “Fundamental Concepts,” a series of lessons covering the basic concepts of archaeology; 2) “The Processes of Archaeology,” lessons that explain how archaeologists do their work and interpret their results; and 3) “Issues in Archaeology,” lessons that relate archaeology to personal ethics, stewardship of cultural resources, citizenship, and cultural understanding. The guide is delivered to educators through professional development workshops taught by a team of facilitators: an educator and an archaeologist. The teachers learn to use the guide, discuss the ethical issues surrounding archaeology, learn the perspectives that Native Americans and other ethnic groups have on archaeology and the past, and participate in field trips to museums and/or sites.

To date, seventeen States (Alabama, Alaska, Arizona, Colorado, Indiana, Kentucky, Mississippi, Nevada, New Hampshire, New Mexico, North Carolina, Oregon, Pennsylvania, Tennessee, Utah, Wisconsin, and Wyoming) have established Project Archaeology programs. California, Idaho, Iowa, Kansas, Montana, South Carolina, and West Virginia are actively developing new programs. Individuals and organizations in an additional 14 States have expressed interest in establishing Project Archaeology programs.

More than 5,000 educators nationwide have attended Project Archaeology professional development workshops and received *Intrigue of the Past: a Teacher’s Activity Guide for Fourth through Seventh Grades*. These educators in turn, reach an estimated 180,000 students per year. Evaluation results show that over 95 percent of educators who attend Project Archaeology workshops focus on stewardship of cultural resources when teaching their students. An evaluation conducted in Kentucky showed that students understand the importance of conserving archaeological sites and artifacts as a result of Project Archaeology instruction.

As a national program, Project Archaeology continues to benefit from the support of many Federal agencies such as the National Park Service, the Bureau of Indian Affairs, the Bureau of Reclamation, and the U.S. Forest Service, and many partnerships with national organizations, such as the Society for American Archaeology, the Society for Historical Archaeology, the National Museum of Natural History, and the

National Council for the Social Studies. In 2001, Project Archaeology joined forces with Montana State University and Northern Arizona University to research and develop new classroom materials and dissemination systems.

In order to be relevant to educators, Project Archaeology must remain at the cutting edge of curriculum design and professional development. Project Archaeology is currently developing new educational materials that meet national standards in social studies, history, science, geography, language arts, and mathematics. These materials will guide students through the archaeological inquiry process and culminate with lessons on the importance of stewardship of cultural resources. The new materials will be localized and enhanced via the Internet <www.projectarchaeology.org> and CD-ROM technology. Project Archaeology is also researching more effective ways of delivering the new materials to educators throughout the nation.

In summary, the success of Project Archaeology can be attributed to five factors. First, there is no other existing archaeology education program on a national scale. Second, partners on both national and state levels contribute significantly to the program (Table 2). Third, the program employs a state-by-state implementation plan that trains teachers to use the materials effectively. Fourth, Project Archaeology offers high-quality, classroom-tested materials that are easy to use, fill in curricular gaps, and are inexpensive to implement. And, fifth, Project Archaeology continues to research and adopt best educational practices in order to remain relevant to teachers nationwide.

Table 2
BLM State Project Archaeology Programs
Annual Expenditures FY 2004

BLM Western States	Project Archaeology Partners (\$)	State BLM Project Archaeology (\$)	National BLM (\$)	Project Archaeology Total (\$)	Volunteer Hours	Volunteer Dollars
Alaska	-	3,000	-	3,000	0	-
Arizona	1,070	5,000	-	6,070	8	1,000
California	1,316	-	-	1,316	0	-
Colorado	-	9,630	19,400	29,030	0	-
Idaho	2,693	2,300	-	4,993	0	-
Montana/Dakotas	1,450	1,470	-	2,920	20	-
Nevada	-	9,000	14,760	23,760	0	-
New Mexico	7,000	-	-	7,000	0	-
Oregon/Washington	-	5,000	2,400	7,400	0	-
Utah	-	2,500	-	2,500	0	-
Wyoming	-	2,000	-	2,000	0	-
Total BLM Western States	13,529	39,900	36,560	89,989	28	1,000
Eastern States						
Alabama	11,500	-	-	11,500	400	-
Indiana	10,000	-	-	10,000	56	-
Kentucky	2,000	-	-	2,000	100	-
Maryland	149	-	-	149	43	-
Mississippi	-	3,000	-	3,000	4	-
New Hampshire	4,294	-	3,525	7,819	0	-
Wisconsin	-	5,500	-	2,500	0	-
Total Eastern States	27,943	5,500	3,525	36,968	603	-
Total All States	41,472	45,400	40,085	126,957	631	1,000

History Mystery Program

The goal of the History Mystery program is to stimulate in young people an interest in and appreciation of stories associated with public lands and to foster their commitment to good stewardship of public lands in the U.S. This is accomplished through exploration of unsolved mysteries and lingering questions of broader historical significance regarding the development of the American West.

History Mysteries have three components: a newspaper, The History Mystery Examiner; a set of six colorful trading cards; and a web page <www.blm.gov/heritage/>. Each newspaper has an activity page aimed at its youthful audience. BLM has been fortunate to partner with other organizations interested in getting messages out to young readers. The National Crime Prevention Council has allowed BLM to use “McGruff the Crime Dog”® in two editions. Also, the Mine Safety and Health Administration allowed the use of its “Stay Out Stay Alive” materials in one edition.

Each History Mystery addresses a theme. The themes focus primarily on the history of the American West as seen both through the eyes of the dominant culture and the eyes of other cultural groups. Themes are broad; the mysteries themselves focus on topics within those themes. They are chosen to highlight events or people associated with public lands sites.

The reception for the History Mysteries published to date has been excellent, with more and more people ordering them or visiting the History Mystery web pages. The three published thus far are “The Mystery of Butch Cassidy and the Sundance Kid,” “The Mystery of the First Americans,” and “The Ghost Town Mysteries.”

The target audience is children ages 9 to 13. Distribution is primarily through direct methods at BLM sites, BLM specialists’ outreach programs, public events, and the Internet. Distribution is not focused on teachers, although they order sets for classroom use, and lesson plans for each History Mystery are posted on BLM’s Heritage website.

Web-Based Outreach

Capturing the attention of the public through web-based outreach is an increasingly important tool for BLM’s Heritage Education Program. The heritage education web pages <www.blm.gov/heritage/> are consistently among the most visited of the BLM Cultural Heritage Program pages. The first BLM heritage education web page, “Project Archaeology,” was launched in 2002. Since this modest beginning, the heritage education section has expanded to include a teacher’s page, news, and a kid’s page. Web-based outreach is an important component of the revitalized “Adventures in the Past” program (see below).

Kids’ pages are formatted to appeal to a younger audience. History Mystery pages are added with the publication of each new mystery edition and include both kids’ and teachers’ sections. The web pages are viewed as fluid, with a goal of sustaining interest in cultural resource stewardship through repeat visitations to the pages.

Public Events and Professional Conferences

Public events and professional conferences are excellent ways to promote heritage education initiatives and reach target audiences on both the local and national levels. They also offer an excellent opportunity

for partnerships with other agencies and entities.

History Mystery Launch Events target local audiences, and are held with partners on the local and national levels. History Mystery #1, “The Mystery of Butch Cassidy and the Sundance Kid,” was launched in Telluride, Colorado. The Telluride Historical Museum and the Sheridan Opera House were partners. October 11, 2003 was “Butch Cassidy Day,” with events held in both venues.

History Mystery #3 was launched at Gust Elementary School in Denver, Colorado, with a national co-sponsor, the Mine Safety and Health Administration (MSHA), kicking off its “Stay Out Stay Alive” 2005 campaign. The National Crime Prevention Council sent McGruff the Crime Dog® and a representative of the Denver Police Department. The State of Colorado also sent a mine safety representative from its Office of Active and Inactive Mines. Mine safety is important because there are many old mines near BLM’s ghost towns. This event offered an opportunity to partner with local, state, and national entities to present an important safety message while highlighting cultural resources. MSHA continues to distribute History Mystery #3 at selected events, thereby offering additional venues where BLM resources can be highlighted.

BLM’s Heritage Education Program has several displays for use at various venues, such as the National Council for Social Studies national, regional, and state conferences; the Society for American Archaeology; the Society for Historical Archaeology meetings; and other state and local events. These displays allow BLM field, state, and national office staff to present stewardship messages to a wide variety of audiences.

BLM Field Office staff present a wide variety of public programs and demonstrations, design interpretive materials, and work with students of all ages. Oftentimes, programs are held in conjunction with a local or statewide event, such as Outdoors Week, Archaeology Week or Month, or National Public Lands Day. These presentations stress the importance of protecting cultural resources at the grassroots level.

By actively advancing protection of BLM’s cultural resources and contemporary use of these resources, and by promoting cooperation and partnerships for achieving these aims, BLM’s Heritage Education Program supports the goals of the E.O.

6. Cultural Resources Data Sharing Project

BLM’s Cultural Resources Data Sharing Project (CRDSP) established partnerships between BLM and the SHPOs in the western U.S. to develop and maintain information systems for managing cultural resources data. While this project was initiated with the signing of the national PA in 1997, several states were actively working with BLM to manage data prior to 1997. To date, 12 BLM western State Offices are working with 15 SHPOs on the CRDSP (i.e., some BLM State Offices work with multiple SHPOs) (see Table 3). This year, BLM-Colorado shared the Colorado Historical Society’s Stephen H. Hart Award with the Bureau of Reclamation and the U.S. Forest Service for its participation in Colorado’s Cultural Resource Geographical Information System partnership.

The CRDSP with SHPOs was promoted by BLM to help develop and enhance electronic systems for managing cultural data to avoid duplicating efforts for managing the same or similar data. At the time the project started, most SHPOs had established data systems (paper and/or electronic) to maintain a statewide inventory of cultural resources. Concurrently, BLM States and individual Field Offices were maintaining separate inventories of cultural resource records needed to manage resources located on BLM lands. In most cases, similar information was being collected and managed by both agencies, but since it was

maintained in different systems and formats it could not be shared by both agencies. Therefore, one of the primary goals of the CRDSP was to create a means to share the same cultural resources data between BLM and SHPOs and provide mutual access to the information. Ultimately, this shared information would meet the management goals for both agencies to carry out their respective missions.

Currently, each participating BLM State Office has an assistance agreement with its respective SHPO. These agreements outline how information will be shared between the agencies, the goals of the CRDSP for that State, the responsibilities of both agencies, and how the funding that is provided by BLM will be used. In general, the SHPOs manage the site-specific and investigation-specific GIS and database information that BLM submits to them. The SHPOs conduct quality control on the data and automate, scan, or process the data, as necessary, to add to the existing dataset. BLM accesses the data either through the Internet or by periodic updates provided by the SHPO (via CDs or other means) to the agency.

To date, BLM has invested approximately \$2.25 million in the CRDSP. This funding has been provided by the different programs within BLM that benefit directly from the CRDSP. The BLM programs that contribute funding to this project include: Rangeland Management; Cultural Resource Management; Recreation Resources Management; Oil and Gas Management; Lands and Realty Management; Resource Management Planning; Mining Law Administration; and Wildland Fire Management. These programs benefit from the agency’s ability to use easily accessible and up-to-date cultural resources information to help make better-informed management decisions in a timely manner.

The CRDSP was created to facilitate data management and information transfer; however, several direct and indirect benefits have been realized by both agencies through this partnership. In many States, the BLM CRDSP funding acted as a catalyst to help leverage funding from other agencies in support of the statewide data sharing efforts. Examples of other agencies that are supporting the CRDSP in various States include the Department of Transportation, Department of Energy, Bureau of Reclamation, Natural Resources Conservation Service, and U.S. Forest Service (Table 3). Also, in many cases, both BLM and SHPOs are seeing a cost savings in doing business. These savings are being realized in the shorter length of time it takes to review and process contractors’ inventory reports, avoidance of project delays, and cost savings related to employee time.

Another benefit that has grown out of the CRDSP is the creation of a Data User’s Group (DUG). The DUG was established in 2001 to help work on data issues and to share knowledge and experiences across State lines. This group consists of SHPO data administrators, BLM State Office and Field Office archaeologists, BLM’s data sharing coordinator, and BLM’s contractor used for technical assistance (GNOMON, Inc.). The DUG has periodic conference calls and, when funding allows, an annual meeting.

The development of CRDSP has also helped to promote other products that are tied to the data sharing program, but were not necessarily part of the original vision for this project in 1997. Examples of these products include: 1) electronic programs and processes that help the SHPO, BLM, and the land use applicant to track cultural resources projects from the initial investigation stage through to project completion; 2) models that can be used by agencies and/or the public (depending on the scale used) for land use planning and project planning; 3) standards and processes to help facilitate the transfer of information from one agency to another, such as GIS and GPS information; and 4) translators that aid in querying information from several databases to help compile specific datasets across State boundaries.

To date, information for approximately 90 percent of the sites recorded on BLM land has been entered into a database and 70 percent of the site locations are located in GIS. Information for approximately 90

percent of the cultural resource inventories conducted on BLM land has been entered into a database and 50 percent of the inventory locations are located in GIS.

TABLE 3
BLM Cultural Resources Data Sharing Project
Partners by State

Alaska	Alaska Department of Transportation U.S. Forest Service Alaska State Historic Preservation Office
Arizona	U.S. Forest Service Federal Geographic Data Committee Arizona State Museum Arizona State Historic Preservation Office Arizona State University Museum of Northern Arizona
California	Department of Defense California Department of Transportation Federal Emergency Management Agency Municipal government coalitions
Colorado	Colorado Department of Transportation U.S. Forest Service Bureau of Reclamation Colorado State Historic Preservation Office Colorado State Historical Fund
Idaho	Idaho Department of Transportation Idaho State Historic Preservation Office Bureau of Reclamation Idaho Power
Montana/North Dakota/ South Dakota	University of Montana Montana State Historic Preservation Office North Dakota State Historic Preservation Office South Dakota Archaeological Research Center
Nevada	Nevada Department of Transportation Department of Energy Nevada State Historic Preservation Office
New Mexico	New Mexico Department of Transportation U.S. Forest Service New Mexico State Historic Preservation Office Department of Energy (Pump III)

Oregon/Washington	Oregon Department of Transportation U.S. Forest Service Central Oregon BLM Field Offices Oregon State Historic Preservation Office Washington State Historic Preservation Office
Utah	National Park Service Bureau of Reclamation Utah State Historic Preservation Office
Wyoming	Individual BLM Field Offices Wyoming Department of Transportation Wyoming State Historic Preservation Office Department of Energy (Pump III)

8. Museum Partnership Program

BLM’s Museum Partnership Program (MPP), a small grants program launched in 1998, entails collaborating with non-Federal museums and universities to protect and conserve archaeological and paleontological museum collections originating from public lands. Through the MPP, the Bureau provides funding, guidance, and technical assistance to non-Federal repositories. In turn, the non-Federal partners match monies, materials, equipment, and expertise, and provide access to collections, use of volunteers, and production capabilities. The projects are short-term and generally completed within a year.

The goals of the Museum Partnership Program include:

- Conserving museum collections for long-term benefits;
- Expanding access to museum collections from public lands;
- Increasing scientific use and study of collections from public lands;
- Promoting public enjoyment of museum collections; and
- Increasing economic opportunities and cultural tourism through use of collections.

These goals are achieved through the development of temporary and permanent exhibits; conservation of museum objects; exhibit renewal; creation of finding guides, web pages, catalogs, brochures, and scholarly publications; research and scientific studies; development of public education and outreach programs; expansion of docent programs; and fundraising efforts by non-Federal repositories using matching dollars provided by BLM.

Since its inception, BLM has funded 41 MPP projects involving 28 partner institutions located in 12 States and the District of Columbia and a total of \$325,600 in funding. Partner institutions have included such diverse entities as the American Museum of Natural History in New York, which interprets natural history in a global context, and the Western Heritage Center Museum in Billings Montana, which interprets the life and culture of the Yellowstone River Valley.

Some of the benefits from BLM’s MPP have included:

- Training of university interns in museology; archival and research methodologies; artifact conservation; and photographic techniques. All of these skills will ultimately further student education and enhance employment opportunities.

- Development of exhibits that interpret objects and offer theories on the use and importance of these objects to cultural groups, with the ultimate goal of educating visitors and promoting resource protection.
- Creation of websites that increase public awareness of museum collections, and in turn increase visitation to, and the economic well-being of non-Federal repositories.

Examples of a few projects funded under this program include:

- **Malcolm Rogers: Pioneer in California Desert Archaeology Project** (partnership with the San Diego Museum of Man). In the 1920s, pioneer California archaeologist Malcolm Rogers was the first to systematically conduct archaeological research in the California Desert. His photographic collection and notebooks include data on over 1,000 sites, many on BLM lands, some of which exist today only in these records. The project conserved the photographs and negatives, and organized and transcribed his field notes into a finding guide and CD to better preserve the originals and make the unique information more easily accessible.
- **Prehistoric Antelope Procurement Project** (partnership with Western Wyoming College). Research into the importance of the pronghorn antelope to Plains groups and the methods of procurement is fairly new. Specific strategies used to procure the antelope are only now being defined. Many of the sites are located in western Wyoming on BLM lands. The project resulted in development of a museum exhibit on this subject, as well as accompanying publications and a symposium.
- **Parasaurolophus Project** (partnership with the New Mexico Museum of Natural History and Science (NMMNH)). The Parasaurolophus lived during the Late Cretaceous, approximately 75 million years ago. The specimen was collected on BLM-administered land in northwestern New Mexico, is one of only five specimens ever reported, and is one of the most complete ever collected. An exhibit on the specimen, along with a monograph, was created for the Department of the Interior Museum and the NMMNH. The monograph included the results of computerized tomographic (CT) scans of the skull, adding to the knowledge of this dinosaur.
- **A Celebration of the Science of Paleontology: Discovering Dinosaurs Project** (partnership with the University of Utah Museum of Natural History). This project features specimens from BLM’s Cleveland-Lloyd Dinosaur Quarry, along with numerous discoveries from BLM’s Grand Staircase-Escalante National Monument. An exhibit was prepared in order to display, for the first time, many of the specimens from the Museum’s collection, including a number of previously undescribed dinosaurs. The exhibit examines the science of paleontology and explores questions that paleontologists address. The importance of public lands as a source of paleontological specimens and the role of the public in protecting these non-renewable resources are also addressed in the exhibit.

The development of exhibits at non-Federal museums dealing with collections emanating from public lands has added another dimension to public visitation at these facilities (see Table 4). As a result, BLM has indirectly contributed to economic development, in particular cultural tourism, fulfilling the intent of E.O. 13287.

Table 4
BLM Museum Partnership Program Projects

Project	Products/Provenance of Collections	Partner Institution/Organization
Prehistoric Antelope Procurement	Museum exhibit, traveling exhibit, seminar, public presentations, scientific publications, brochures (High Plains, Wyoming, Nevada, Utah)	Western Wyoming Community College
Malcolm Rogers: Pioneer in California Desert Archaeology	Transcription of field notes, catalog & conservation of photographs & nitrate negatives, photograph & field notes data base (California)	San Diego Museum of Man
BLM Paleontology Symposium	Organization & facilitation of symposium of scientific papers on paleontological materials from BLM-administered lands (western U.S.)	Society of Vertebrate Paleontology
Parasaurolophus Exhibit	Development, construction & mounting of exhibit on Parasaurolophus (New Mexico)	U.S. Department of the Interior Museum
Parasaurolophus Monograph & Cataloguing	Research, publication of data & observations, catalog of specimens (New Mexico)	New Mexico Museum of Natural History & Science
Arizona State Museum Collections	Assessment of artifact condition, catalog, repackaging, photographs (Arizona)	Arizona State Museum
Archaeology of Hidden Cave	Research, interpretive website, guide to photographs, field notes & artifacts, teachers guide (Nevada)	American Museum of Natural History
“Big Al”: Allosaurus Alcove	Interactive museum exhibit illustrating scientific investigation techniques & results of research on most complete Allosaurus ever excavated (Wyoming)	University of Wyoming Geological Museum
Dinosaur Ossuary	Publications, housing & curation of fossils (New Mexico)	New Mexico Museum of Natural History & Science
Historic Oregon Trail	Educational resource guide, “Toward a Distant Land” video production, specialty exhibit lighting, living history program reproductions to enhance exploration of pioneer odyssey	National Historic Oregon Trail Interpretive Center
Montana Conservation	Upgrade of security, storage, environmental monitoring, education & outreach capabilities & systems, website (Montana, North Dakota, South Dakota)	Kansas State University & State University of New York

Ancient Baskets of the Northern Great Basin	Artifact dating, traveling exhibit, brochure, website (Oregon)	University of Oregon Museum of Natural History
Newberry Cave	Conservation, exhibit renovation, brochure dealing with split-twig figurines from the Mojave Desert (California)	San Bernardino County Museum
Dinosaurs of New Mexico	Publication of scientific papers from symposium on dinosaurs new to science (New Mexico)	New Mexico Museum of Natural History & Science
Trail Education & Outreach	Improving staff expertise in artifact conservation & integrated pest management, upgrading electronic access to collections, documentation & security of collections, improvement of storage & access to collections, extension of education & outreach efforts (northeast E.S., north-central U.S., England, France)	National Historic Oregon Interpretive Center
Powder River Depot	Research, cataloguing, exhibit, interpretive materials & website regarding Colonel Custer’s supply point along the Yellowstone River (Montana)	Beloit College
Public Access Website	Design, implementation & support of public access website, brochure (New Mexico)	Museum of Indian Arts & Culture, Laboratory of Anthropology
Western Great Basin Archaeology Partnership	Research, design, implementation & support of website, digitization of objects, brochure (California, Nevada)	Phoebe Hearst Museum
Ancient Textiles	Radiocarbon dating, exhibit preparation of baskets, netting, matting & cordage from the northern Great Basin (Oregon, Nevada)	Nevada State Museum
Paleontological Screening Laboratory	Construction of storage facility, equipment, fixtures, training of students in techniques of paleontological preparation work (New Mexico)	New Mexico Museum of Natural History & Science
Torosaurus Exhibit	Specimen preparation & conservation, exhibit, brochure (Montana)	Museum of the Rockies
Everson Creek Quarry Collections	Collection retrieval, conservation & cataloguing (Montana)	Oregon State University
Wikiup Conservation	Conservation of wikiup for outreach & educational projects (California)	Maturango Museum
Facts & Artifacts	Student internships, exhibit, virtual exhibit, website (northeast E.S., north-central U.S., England, France)	Eastern Oregon University

Virtual Exhibit	Web exhibit of examples of artifacts, research & history of several sites, brochures (Arizona)	Arizona State Museum
“Big Al” Allosaurus Alcove	Brochure (Wyoming)	University of Wyoming Geological Museum
Celebration of the Science of Paleontology: Discovering Dinosaurs	Exhibit (Utah)	Utah Museum of Natural History
Albertosaurus	Exhibit & video (New Mexico)	New Mexico Museum of Natural History & Science
Thescelosaurus Exhibit	Specimen preparation, conservation & casting, traveling exhibit (Montana)	Museum of the Rockies
Calico	Renovation & conservation of Calico archaeological district educational display, brochures (California)	San Bernardino County Museum
Edward Drinker Cope	Production of historic marker for one of the founding fathers of American paleontology	Philadelphia Academy of Natural Sciences
Overland Trail Emigrants	CD, finding guide, website feature & select artifact photographic file regarding material items used by overland trail emigrants circa 1853-1865 (northeast E.S., north-central U.S., England, France)	Eastern Oregon University
Mammoth Meadow	Student internship, curation, analysis, website (Montana)	Rocky Mountain College
Finders Guide to Collections	Assessment of collections, production of finding guide (Arizona)	Museum of Northern Arizona
Oregon Trail Collections	Student internship, conservation of artifacts (northeast E.S., north-central U.S., England, France)	Eastern Oregon University
Paleontology Collections Conservation	Conservation and preparation of fossils (Montana)	Museum of the Rockies
Conservation: A Look Behind the Scenes, Cowboy Cave	Analysis of artifact condition, conservation, design & maintenance of website (Utah)	Utah Museum of Natural History
Antiquities Centennial	Artifact conservation, lecture series, traveling exhibit (Nevada)	Nevada State Museum
Colorado Plateau Conservation	Research, inventory, conservation upgrading of collections (Utah)	Utah Museum of Natural History

Collections Management Training	Student internship, research, artifact curation, training staff & volunteers in care of historic black powder weapons (northeast E.S., north-central U.S., England, France)	Eastern Oregon University
The Archaeology of the Yellowstone Valley	Development & construction of traveling exhibit (Montana)	Western Heritage Center

8. Adventures in the Past/Antiquities Centennial Website

BLM has developed a new “Adventures in the Past” website <www.blm.gov/heritage/adventures> to mark the upcoming 100th anniversary of the Antiquities Act of 1906, and the 40th anniversary of the National Historic Preservation Act of 1966. This website brings together, under the banner of BLM’s “Adventures in the Past” initiative, many of the educational, archaeological, recreational, and public outreach activities and programs that BLM offers that both fulfill the intent of historic preservation statutes and demonstrate careful stewardship of the heritage resources under its dominion. The website also fulfills the intent of E.O. 13287 on Preserve America; BLM’s Adventures/Antiquities Centennial website includes the Preserve America logo on its portal page, and has a direct link to the Preserve America website.

“Adventures in the Past” is BLM’s overarching program for public education about, awareness of, and involvement in the protection of BLM archaeological, historical, and paleontological—or collectively, “heritage”—resources. “Adventures in the Past” was created in direct response to the 1988 Archaeological Resources Protection Act amendments requiring agencies to develop public outreach and educational programs in archaeology. The goals of “Adventures” include increasing the public’s responsible enjoyment of cultural resources, encouraging BLM’s good stewardship of these resources, and reducing the destruction of cultural resources on public lands.

The current initiative builds upon the successes BLM has had with “Adventures in the Past” over the past decade, and strives to create a sustainable initiative, broadened to also encompass paleontological resources. The goals of the new “Adventures” initiative are to:

- Highlight accomplishments and heritage resource benefits of the Antiquities Act and the National Historic Preservation Act;
- Expand support for heritage resources and encourage stewardship;
- Ensure that visitors to the public lands know how to appreciate heritage resources without adversely impacting them; and
- Use heritage resources as tools to teach science, history, respect for diversity, and citizenship skills.

The “Adventures” website represents a collaborative effort among BLM’s Cultural Heritage; Recreation; Education & Volunteers; and Public Affairs Groups. A Steering Committee, composed of headquarters and State Office managers, archaeologists, paleontologists, recreation specialists, education specialists, and web programmers and designers, created the website and developed the web content. A communications and outreach plan, entitled “The Antiquities Centennial: A New Beginning for BLM’s ‘Adventures in the Past’” has guided the effort.

The “Adventures” website has four main sections: (1) “Research and Collections” highlights ongoing research projects that help scientists unlock the mysteries of sites and artifacts and develop new approaches to their protection; (2) “Take a Vacation to the Past” offers maps and information on more than 100 archaeological, historical, and paleontological sites on BLM lands as well as information on American Indian and Alaska Native sites. Also included are guidelines for visiting sites; (3) “Want to Help?” provides information for people who want to get involved with cultural heritage programs as volunteer, from working with professional archaeologists to interpreting historical sites; and (4) “Heritage Education” includes educational materials for teachers, students, and lifetime learners. Links include BLM’s Project Archaeology and “History Mysteries.” Other pages include links to field classrooms and Junior Explorer programs. Specifically, in relation to the goals of the E.O. on Preserve America, the website links to online site tours where the public can enjoy heritage tourism venues. In addition to the four main sections of the website, each page of the website includes links to contacts, events, and more information on the Antiquities Act. A Feedback Form provides an opportunity for users to send comments or ask questions.

BLM’s “Adventures” website upgrades and expands upon the offerings of the existing cultural heritage website located at <www.blm.gov/heritage>. New features include:

- State lists of BLM professional archaeological and paleontological publications, with PDF files (where available) and/or access information;
- What has been learned from Section 106 “compliance” since passage of the National Historic Preservation Act in 1966;
- Information about ongoing research projects by State;
- Maps and direction to heritage destinations on public lands;
- Virtual tours of public lands archaeological, historical, and paleontological sites and localities, including museum collections;
- Suggestions on proactively protecting heritage resources on public and private lands;
- Web links to heritage projects that are open to volunteers;
- Junior explorer virtual program promoting stewardship of heritage resources.

The “Adventures” website offers seamless integration of information on heritage tourism, heritage volunteer opportunities, archaeological and paleontological research and publications, and much more. In addition to expanding offerings about heritage resources, the website brings together in one place a lot of existing programs and activities from across BLM. By integrating this information in one easy-to-access place, the website is greater than the sum of its individual parts.

The overarching theme for activities planned to commemorate the Antiquities Centennial is “site stewardship”—the responsibility of each public lands visitor to protect and preserve these places for future generations. One feature of the site, entitled “Backyard Conservation,” advises private landowners on what they can do to protect cultural properties on their own lands. Website visitors are also directed to avocational groups they can join, State Archaeology events, and volunteer opportunities, as well as information about steps they can take to help safeguard America’s past.

The new “Adventures” website is just the “kick-off” for BLM’s celebration of the Antiquities Act Centennial. A comprehensive action plan outlining various activities to be undertaken in this year-long celebration has been completed. The Groups that collaborated on development of the website have also prepared a second, shorter “Launch Promotion and Communication Plan.” This plan outlines communications and outreach efforts for marketing and promoting the “Adventures” website to BLM’s internal and external audiences.

Yet a third plan, a communications plan, has been developed in collaboration with BLM’s public affairs specialists to support BLM’s Adventures in the Past/Antiquities Centennial initiative. This communications plan:

- Announces the slogan for BLM’s Adventures in the Past/Antiquities Centennial project, and the outreach goals of the effort;
- Increases public and BLM internal awareness and appreciation of heritage resources (archaeological, historical, and paleontological resources) on the public lands and the “Adventures” initiative;
- Makes BLM staff and the public aware of the key messages of “Adventures” as articulated in the communications plan;
- Makes BLM public affairs staff aware of necessary action items and provides additional opportunities for involvement by all BLM employees; and
- Provides resources to BLM field staff to promote stewardship.

9. Heritage Tourism Workshops

Strategic planning is underway to hold two regional workshops in cultural tourism, one in the northwest U.S. and another in the southwest U.S. The workshops will be designed for both cultural and recreation staffs from both BLM and the U.S. Forest Service. Initially, the training will familiarize participants with global developments in heritage tourism but will gradually shift to specific, local site issues. Emphasis will be placed on practical guidance, examples of agreements, economic models, monitoring programs, and so on, so that Field Office staff will leave the training with practical, implementable tools to participate and manage heritage tourism in their areas of responsibility. Participants will be required to leave the workshop with a project that will require partnering with their State Department of Tourism to complete.

An organizing committee has been formed to plan the southwestern event in Santa Fe, New Mexico. Organizations, private companies, foundations, and speakers will be identified who might be willing to help present the material.

An initial workshop outline proposes to discuss a National Overview, Terms, Concepts, and Trends in Session I. Here, the specific role of heritage tourism within cultural tourism will be explained. The relationship of heritage tourism to geo-tourism and cultural tourism will be clarified. Trends in national and international heritage tourism, as captured in Travel Industry of America reports, will be plotted. Participants will come away with an appreciation of the economic importance of heritage tourism to their State economies. BLM anticipates involving motivational speakers who can elucidate such critical issues as sustainability and the conflicting needs of local communities versus outside economic interests.

In Session 2, the focus will shift from global and national perspectives to regional and statewide concerns. Utilizing speakers from State Departments of Tourism, presenters will explain what the States would like BLM and the U.S. Forest Service to provide. The role that multiple land-use agencies can play in heritage tourism will be defined.

By Session 3, attention will focus on site-specific issues. Recommendations will be made for how to select sites for inclusion in heritage tourism programs. Site management issues and budgetary guidelines for anticipatory data recovery, site hardening, and the establishment of baseline conditions will be revealed through case studies. Strategies for defining limits of acceptable change for sites featuring heri-

tage tourism programs will be offered. Importantly, if adverse effects to sites exceed these pre-defined limits of acceptable change, various de-marketing strategies can be implemented.

Session 4 has been labeled “Marketing and Measuring.” Here, various strategies for the effective marketing of heritage tourism attractions will be suggested by marketing experts within State Departments of Tourism. Agencies will be given the opportunity to take advantage of existing promotional campaigns. Economic models that can accurately project the economic benefits of heritage tourism in isolated rural regions of the southwest U.S. will be developed and applied to BLM and U.S. Forest Service situations.

The workshop will end with the formation of new partnerships to implement heritage tourism programs. Federal and State participants will present action items that they will pursue to advance heritage tourism in their offices and agencies. Agencies will commit to monitoring progress and scheduling subsequent meetings of program leaders to track progress in the development of heritage tourism.

These two-day heritage tourism workshops will offer excellent opportunities to better define the BLM role for heritage tourism in the West and to form the partnerships needed to advance the program. Heritage tourism is an exciting sub-field of cultural tourism, and BLM and U.S. Forest Service are uniquely positioned to substantially boost opportunities to explore tens of thousands of years of preserved human cultural evolution on the public lands. Heritage tourism represents the logical extension of the Bureau’s long-standing “Adventures in the Past” program. When properly structured, heritage tourism offers an opportunity to build a constituency for cultural resources while contributing to the sustainable economic growth of America—precisely what E.O. 13287 envisions.

10. National Boy Scout Jamboree

For over 20 years, BLM has offered educational programs at the National Boy Scout Jamboree. Held every four years, this event brings together thousands of Boy Scouts from all over the nation. Also, hundreds of Scout leaders, including some women, attend this 10-day event. Some years, the President has also addressed the attendees, with President George W. Bush appearing at the 2005 Jamboree on July 31st. Both Scouts and Scout Leaders report that their participation in the National Boy Scout Jamboree is one of the highlights in their scouting lives, and indeed, for many, creates a lifetime memory.

For over two decades, the National Jamboree has been held at Fort A. P. Hill near Fredericksburg, Virginia. BLM’s participation is coordinated with other State and Federal agencies in an area dubbed the Conservation Trail. Each agency has a designated spot along this trail. For every Jamboree, BLM develops engaging educational displays and activities for Scouts designed to highlight resource management issues that BLM professionals confront and deal with on a regular basis. Each exhibit, including the ones on archaeology and paleontology, includes hands-on activities and a message on basic outdoor ethics for protecting these resources.

During the 1997 Jamboree, Scouts assisted in building a prehistoric pithouse structure of the type found in various parts of the world, including on BLM lands, particularly in the Southwest. In 2001, Scouts learned how to make an adobe structure, including mixing adobe mud and molding bricks. During both events, some Scouts became so fascinated by the techniques they were learning, they stayed for long periods of time to work on the projects. Other Scouts checked back on subsequent days to view the progress and, sometimes do more construction work; many left impressed by the skills of past cultures and with a newfound respect for the remains of the past.

In 2005, the theme of shelter and habitation continued with the Scouts learning about tipis; BLM’s exhibit highlighted the evidence for these found on BLM lands in Wyoming and elsewhere around the world. Scouts learned about setting up a 15-foot-tall Sioux-style tipi, including some of the subtle skills necessary to successfully erect and use this type of portable structure. Accompanying displays and discussion by BLM archaeologists taught about transporting tipis, as well as what remains of them as archaeological evidence. That evidence, stone rings, deserves respect and care, which was one of the key messages for the Scouts to learn.

At the 2005 Jamboree, Scouts also got hands-on experience recreating designs used on tipis, by painting them on small squares of canvas that were then attached to an authentic tipi set up for the duration of the event. Scouts also learned about rock art while painting their colorful versions of typical designs on removable panels, subsequently used to attract and draw attention to BLM’s cultural exhibit. Further, Scouts learned other prehistoric camp skills, including hands-on firemaking by friction using a bow and spindle. This rarely-taught skill was of particular interest to many Scouts and their leaders, as it could help Scouts earn Merit Badges in Archaeology, Wilderness Survival, or Indian Lore.

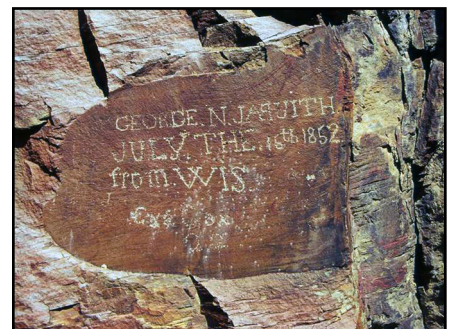
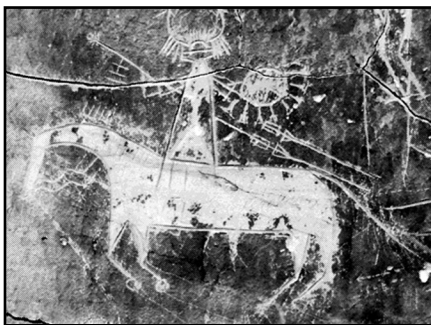
II. Heritage Tourism Partnerships

BLM has an ongoing commitment to manage its world-class cultural resources in collaboration with other Federal and State partners, as well as local communities, for the betterment and benefit of current and future generations. Appendix B provides new examples of heritage tourism partnerships that BLM States have in place.

In May 2005, one BLM partnership, Undaunted Stewardship, received the prestigious Chairman’s Award for Federal Achievement in Historic Preservation from the Advisory Council on Historic Preservation. Undaunted Stewardship is a Montana program created by the BLM, Montana Stockgrowers Association, Montana State University, and U.S. Senator Conrad Burns. In its announcement, the Council said, “Just as public land stewards protect and provide reasonable access to sites important to our heritage, private landowners in Montana are encouraging appropriate heritage travel to historic sites on their property through the Undaunted Stewardship program while preserving and enhancing cultural and natural resources. This is a wonderful model for similar partnerships across the Nation.”



Appendices



APPENDIX A

BLM CULTURAL RESOURCE MANAGEMENT PROGRAM

Fact Sheet (FY 2004 Data)

Inventory and Evaluation	
Acres intensively inventoried (FY 2004)	592,960
Acres intensively inventoried (to date)	16,607,332
Cultural properties recorded (FY 2004)	8,296
Cultural properties recorded (to date)	271,474
Listings on National Register (to date)	403
Properties included in listings (to date)	4,248
Protection, Physical and Administrative Measures	
Total cultural properties under protection projects	3,361
Condition monitoring, stable properties	2,848
Condition monitoring, deteriorating properties	543
Signing projects	308
Fencing/gating projects	210
Stabilization projects	134
Ongoing protection measures	323
Administrative measures	412
Avoidance, Mitigation, and/or Data Recovery	
Properties to which adverse effects avoided	4,420
Completed Section 106, data recovery projects	210
Completed Section 106, properties	425
Properties damaged or destroyed without mitigation	1,366
Post-approval discoveries, undertakings	42
Post-approval discoveries, properties	59
Post-approval discoveries, undertakings requiring mitigation	23
Post-approval discoveries, properties	67
Completed non-Section 106, data recovery projects	84
Completed non-Section 106, properties	319

Utilization	
Permits in effect	599
Permits worked	401
Permittees whose work field-checked	221
Applications received	344
ARPA notifications	314
Archaeological Enforcement	
Incidents detected	128
Incidents with arrests	4
Individuals arrested	8
Incidents with convictions	13
Incidents with acquittals	0
Individual felony convictions	4
Individual misdemeanor convictions	3
Individual citations	9
Individual civil penalties	4
Fines to Treasure	\$2,050
Restitution to agency	\$10,000
Total forfeitures	\$1,700
Total rewards	0
Restoration and repair costs	\$583,922
Commercial or archaeological value damaged resources	\$1,246,704
Enforcement costs	\$605,766
Public and Professional Outreach and Education	
Public presentations	1,397
People contacted by public presentations	66,312
Professional presentations and articles	95
Heritage publications and products	207
Native American Consultations	
Consultations with Federally recognized tribes	7,953
Consultations with non-Federally recognized tribes	377



Alaska: Sitka Blockhouse



Arizona: Swansea Townsite

APPENDIX B

EXAMPLES OF HERITAGE TOURISM PARTNERSHIPS

Alaska

Sitka Blockhouse

An Internet search on Google of the phrase “Sitka Blockhouse” will yield about 1,000 responses. Virtually every cruise ship that enters Alaskan waters puts in at Sitka, and cruise lines, as well as other tourism-related services, heavily use the blockhouse in promotions. Why? Because this log structure has become one of the most visible Sitka attractions. It is seen by virtually all visitors to Sitka whether they come by air or sea (the only two ways to access this southeast Alaskan panhandle city).

The Sitka Blockhouse is a 1962 replica of a Russian blockhouse built at Sitka in the mid-1800s for defense against local Natives. It stands on a small tract of land managed by BLM adjacent to the historic Russian Orthodox Cemetery owned by the Orthodox Church. Despite being a replica, the blockhouse is an official stop along the Sitka Chamber of Commerce’s historic walking tour of the town. Accordingly, it has become an important site and one where BLM has enjoyed a successful heritage tourism partnership for interpreting the rich history of the area.

Still, why so much attention to a replica? The current Sitka Blockhouse sits upon the original site of the earlier Russian blockhouse, and overlooks the gate into the adjoining Tlingit village, which included a section of the stockade. The blockhouse is also adjacent to the site of the Tlingit chapel built into the stockade by the Russian Orthodox Church during the Russian occupation of Alaska. Beneath the steps of that chapel, St. Iakov, the first Native Alaskan to become a Russian Orthodox priest, is buried. The presence of so much Russian, Tlingit, and early American period history in one small spot accounts for the heavy visitation and makes the area a very attractive interpretive site.

Four interpretive panels were fabricated and placed on-site in 2004. Some are on BLM property at the Sitka Blockhouse, and others are on adjacent land owned by the Russian Orthodox Church. Panels explain: (1) the history of the blockhouses that originally were located along the stockade that surrounded the Russian town near the present replica; (2) the differences between the Russian town and modern-day Sitka; (3) the history of local Tlingit people and the Russian Orthodox faith at Holy Trinity Church which also stood at this site and; and (4) the life of St. Iakov.

The Orthodox Church and nearby St. Michael’s Cathedral have been enthusiastic partners in this interpretive project as have the Sitka Tribe, the City and Borough of Sitka, and the Sitka Historical Society. In 2012, the blockhouse replica itself will be 50 years old, and may then be eligible itself for the National Register because of its unique history and importance to the City of Sitka.

Arizona

Swansea Townsite

Swansea is a historic copper mining town located in a remote part of Arizona’s western desert. The town was in its heyday around 1910. Its fortunes rose and fell with the price of copper, but it finally succumbed to the Great Depression and was closed permanently in 1937. The following decades of

abandonment and neglect took a serious toll on Swansea’s adobe and stone buildings. Although new mining ventures continued only sporadically and on a small scale, recreational use of the townsite never stopped. Ghost town and treasure seeker magazines featured Swansea as an adventure destination reached over rough, intermittently passable roads. The townsite became an attraction for tourists and local visitors almost as soon as it was abandoned.

BLM has been working for the past several years to develop Swansea as a heritage tourism destination, and this has presented special challenges. BLM must protect a valuable historic site that contains safety hazards such as open mine shafts, that receives a high level of day use and overnight camping, that is important to local economies as a tourist attraction, and that is very remote from BLM personnel and facilities. BLM is responding to these challenges in the following ways:

- 1) providing information to visitors through brochures and an information board associated with a visitor registration box;
- 2) documenting the townsite and marking walking tour trails (some with stairs) using volunteers from chapters of the Arizona Archaeological Society and the Arizona Site Steward Program;
- 3) removing trash and old fire rings that used to encourage littering and unauthorized use;
- 4) addressing safety hazards, including fencing of open mine shafts and closing roads to reduce resource damage, after receiving an Arizona Off-Highway Vehicle Recreation Fund grant;
- 5) designating the townsite through a Federal Register notice as a 1,010-acre Special Management Area, within which special regulations define recreation use, limit overnight camping, prohibit wood collecting (because the wood was being taken from the historic structures), and prohibit fires outside of designated fire rings;
- 6) working toward permanent segregation of the area from mineral entry to prevent new mining claims from being filed;
- 7) conducting in 1998 the first of a continuing series of earthen architecture workshops at Swansea in which the State Historic Preservation Officer, adobe stabilization experts from Tumacacori National Historical Park, and staff from Mexico’s National Institute of Anthropology and History came together to share their expertise with local volunteers;
- 8) collecting oral histories from descendants of people who lived and worked at Swansea as well as documents and photos to help further identify structures at the site;
- 9) establishing the Friends of Swansea, a 501(c)(3) non-profit corporation, to work in partnership with the Parker Historical Society, Arizona Archaeological Society, Town of Parker, La Paz County, and BLM to seek donations, apply for grants, and assist in compiling photos and other historical documents;
- 10) contracting with the National Park Service to complete major stabilization efforts on the historic boarding houses at the townsite and to produce a Historic Preservation Report, including a condition assessment of all standing structures with recommendations for their preservation; and

11) installing interpretive signs at the historic structures, plus adding an interpretive kiosk and restrooms at the entrance to the townsite.

In all, 60 years after it was abandoned, and largely as a result of increasing public demand for heritage tourism opportunities, Swansea is getting a new lease on life. Its remaining historic values are being protected, its safety hazards are being addressed, it is providing education and recreation for visitors, it is serving as a focal point for community involvement, and it is attracting dollars to the local economy. Now that Swansea is being actively managed as a heritage tourism site, BLM is confident that what remains of this piece of Arizona’s past will endure for generations to come.

California Punta Gorda Lighthouse

The Punta Gorda Lighthouse is located on a remote stretch of the King Range National Conservation Area’s coastal strand in Humboldt County, California, and is managed by the BLM Arcata Field Office. Access to the area is limited to foot traffic, helicopters, and boats.

The Punta Gorda Light Station, a part of the 18th District of the U.S. Coast Guard, is located about ten miles southwest of Petrolia. Funds to build a light and fog signal station at Punta Gorda were appropriated by an Act of Congress in May 1908, with land set aside in September of that year. The fog station began operating on June 22, 1911, and the lighthouse, on January 15, 1912.

At its peak, the light station consisted of three two-story frame dwellings, a frame fog signal house, blacksmith and carpenter shop, outbuildings, a reinforced concrete light building with iron tower and curved iron stairway, and a reinforced concrete oil and distillate storage house. A small creek on the south side of the light station supplied the water for the station, which also had a sewage system. The water was piped from the creek to several large redwood storage tanks on the hillside above the light station. There was a north gate and a south gate framed with formed concrete posts. A concrete sidewalk lined with shorter concrete posts ran the length of the station.

One of the outbuildings was a large one-story barn. Facilities for cows, chickens, goats, horses, lambs, and other animals were necessary because of the isolated station locale, extreme weather conditions, and distance to nearest town. Self-sufficiency was essential.

The fog signal consisted of two first-class compressed-air sirens driven by gas engines; the light was a fourth-order double-flashing bivalve Fresnel lens with an oil-vapor lamp, which produced a white group flash every 15 seconds. The light flash was visible for 14 miles.

The Punta Gorda Light Station was in service for 39 years. It was taken over by the Coast Guard during World War II, and was abandoned in 1951. The property was transferred to BLM in 1963. The abandoned buildings were then occupied by a “hippie” commune known as the Belt Ministry. Because of safety hazards, a decision was made and carried out by BLM to burn the wood frame buildings and bulldoze the ruins into the basements in April 1970. Only two concrete structures, the lighthouse and the oilhouse, remain today.

The Punta Gorda Light Station was known as the “Alcatraz of lighthouses” in the early days because of its inaccessibility and because Light House Service employees were supposedly exiled there in cases of

misconduct. There were up to five principal Keepers plus assistant “Wickies” during the Light Station’s years of operation. Supplies were brought in from Petrolia by horseback, mule-drawn wagons, and sleds with wood runners along stretches of the beach, although occasionally light service tenders would heave to offshore and send small boats with supplies through the surf to the station.

Transportation to and from the station was predominately by horse and buggy up to and during World War II. One Coast Guard career horse, named Old Bill, served the Punta Gorda Light Station as a saddle horse, pack horse, and buggy horse for 30 years until the station closed in 1951. Weather permitting, Jeeps were used during the last few years prior to abandonment. However, the last commander of the light station, carrying his briefcase, rode out on horseback upon closure of the station.

Placed on the National Register of Historic Places on October 5, 1976, the Punta Gorda Lighthouse receives maintenance and care as funding becomes available. The Fresnel lens and the flag staff pole were removed many years ago to the Maritime Museum in Eureka, California.

Currently, the Punta Gorda Lighthouse is being refurbished with deferred maintenance funds provided to BLM by Congress. The entire structure has been refitted with window frames, and a replica circular iron staircase, made by Fortuna Iron Works, is currently being installed. When completed, the old structure will be an even grander destination for tourists than it was before.

Colorado

Canyon Pintado, a Local Heritage Tourism Program

Canyon Pintado is situated in northwest Colorado and encompasses some 16,000 acres of rugged escarpments in the Colorado Plateau. The area is noteworthy for its many rock art panels, both pictographs and petroglyphs, representing 2,000 years of human history from Late Archaic and Fremont to prehistoric and historic Ute cultures. It was listed on the National Register of Historic Places in 1975; the Canyon is 17 miles in length along Douglas Creek valley and contains 181 known archaeological sites.

The rock art was first noted and described to Europeans by the Spanish priests Frs. Dominguez and Escalante, who passed through the valley in September 1776 while searching for a northern route from Sante Fe to the California missions. In their expedition journal, Dominguez and Escalante noted that their Ute guides had shown them several painted figures on the rock walls, leading them to name the region “Canyon Pintado,” or painted canyon. The area is archaeologically known as having some of the most abundant Fremont rock art in the region. The designs include strange human-like figures with broad shoulders, no legs, and horned headdresses, concentric circles, snake-lines, hands, corn plants, and mountain sheep. A unique figure found in the area is Kokopelli, the humpbacked flute player of Anasazi mythology, rarely found north of southwest Colorado.

In order to protect the rock art from unguided public visitation, BLM did not publicize the area nor implement any proactive management measures. However, public visitation increased by word-of-mouth. Facilities did not meet visitor health and safety standards and were inadequate to accommodate the visiting public. The town of Rangely and other nearby communities approached BLM about interpreting the rock art sites as a destination stop for the heavy summer tourism traffic along the Western Slope. The town promoted itself as an isolated jewel, the last area of the West to be settled. Their economic and development plan emphasized the value of heritage tourism for small, rural communities. The National Historic District is accessed by Colorado Highway 139 (a Colorado Scenic Byway), which is also part



California: Punta Gorda Lighthouse



Colorado: Canyon Pintado, a Local Heritage Tourism Program

of the Dinosaur Diamond loop, and is regionally advertised throughout northeast Utah, southwest Wyoming, and northwest Colorado.

This heritage tourism concept was realized in 2000, when BLM began work on ten interpretive developments along the highway to describe and show the rich heritage in Canyon Pintado. The Northern Ute Tribe participated directly in the development of the interpretive story. As a result, the Friends of Canyon Pintado, comprised of volunteers from local communities, came forward to provide help with routine maintenance on trails, picnic areas, and interpretive sites within Canyon Pintado. Individual volunteers also guide rock art tours, greet visitors, and donate time, labor, supplies and equipment for maintenance.

The Canyon Pintado interpretive site is an excellent example of successful promotion of heritage tourism in a small, rural community with limited services. Regional marketing has attracted more tourists to the area. Since opening the interpretation facilities, the number of visitors has about doubled annually: 2002 - 4,990; 2003 - 8,535; and 2004 - 18,900. BLM will continue to monitor the Canyon’s archaeological resources in order to maintain the appropriate balance between tourism and resource protection.

Eastern States Meadowood Farm

In 2001, BLM acquired 800 acres of land locally known as Meadowood Farm, adjacent to the Potomac River in Fairfax County, Virginia. The property is located approximately 15 miles south of Washington D.C., in the Mason Neck region of Fairfax County. This property had been operated as a privately-owned horse farm for over 30 years, but was slated for development prior to Federal acquisition. Meadowood is surrounded by several nationally significant sites, including George Mason’s Gunston Hall plantation; the abandoned port town of Colchester; Belmont Plantation; and Pohick Church. Now managed as a Special Recreation Management Area, Meadowood provides a buffer against the expansion and rapid urbanization that is prevalent throughout Fairfax County.

Upon acquisition, BLM accepted responsibility for managing the property’s open space values and natural and cultural resources, as well as preserving its rural landscape – all in the face of competing interests and demands upon the property. Although archaeological surveys had not been performed at Meadowood at the time of acquisition, during planning efforts, BLM recognized its potential to contain intact historic and archaeological sites. While planning addressed the need to identify and evaluate sites for the National Register and provide public interpretation, BLM did not maintain adequate staff or funding to launch proactive surveys across the entire 800-acre tract.

BLM recognized the Fairfax County Park Authority as one of the most active historic preservation organizations in northern Virginia. The Park Authority maintains a staff of professional archaeologists and technical specialists and a cadre of certified volunteers that are involved in all levels of archaeological and historical investigations throughout the County. Both agencies quickly realized the mutual benefits of a formal partnership to manage archaeological and historical sites at Meadowood – with an emphasis on engaging the public and volunteers in preservation efforts.

In 2004, BLM funded the County to complete a comprehensive inventory (survey) of the entire Meadowood property. The County’s in-kind, matching contributions to the project are estimated to be well in excess of the obligated Federal funds. Moreover, this partnership has actively involved a growing net-

work of local volunteers to assist County archaeologists in the fieldwork, laboratory analysis, cataloguing and data management for this project.

Through this partnership, the County has been leading an intensive survey of the Meadowood tract, using methods and standards that exceed those prescribed by the Secretary of the Interior and the State of Virginia. To date, over 100 new sites have been identified, mapped, and recorded with the Virginia Department of Historic Resources. The County also has given several presentations to local preservation groups, BLM, the media, and the public about the exciting information recovered from this project.

Completion of the archaeological survey and a commitment to collaborative resource management are just some of the lasting benefits of this project. This partnership will continue to provide many benefits to BLM, the County, the public and for the long-term management of historic resources at Meadowood. Accomplishments already realized as a result of this partnership are:

- successful collaboration to share skills, gain expertise, leverage Federal funds, support local government programs and invite public participation in historic preservation;
- volunteer contributions exceeding 500 hours, with the County’s matching contribution exceeding 300 hours to date. The project will result in the participation of more than a dozen new volunteers and interns from the County program;
- proactive surveys to enable Federal land managers to make informed decisions relative to planning future projects, a positive aspect of Section 110 inventories and evaluations;
- links forged with other Federal, State and local agencies for county-wide historic preservation planning and heritage tourism efforts; and
- an undeveloped landscape that has enabled County archaeologists to test a model for prehistoric site distribution to benefit surveys throughout other parts of Fairfax County.

Both agencies intend to expand this project to engage other local and regional organizations in interpreting the rich history of the Mason Neck region of Fairfax County. Though still in the initial stages of realizing this larger goal, BLM believes that this partnership provides an outstanding example of the intent of community-based preservation identified in E.O. 13287.

Idaho

White Knob Mining District, Mackay

The White Knob Mining District is located near Mackay, in southeastern Idaho. In 1879, prospectors found copper ore in the mountains of southeast Idaho. Their discoveries were quickly followed by the establishment of several small communities and mining operations in the White Knob area. In the 1890s, John Mackay of San Francisco became interested in White Knob’s copper. He arranged for the Union Pacific Railroad to build a branch rail line to the nearby farming town that would later bear his name.

An electric rail line was then built from the Mackay townsite up the steep mountain slopes to the mines to transport copper ore to the smelter in Mackay. The electric rail line was later replaced by a more cost-



Eastern States: Meadowood Farm



Idaho: White Knob Mining District, Mackay

efficient Shay steam engine and rail line. In turn, the Shay railroad line was later replaced by a gravity-operated aerial tram system to transport the copper ore from the mountain mines to Mackay.

Before a recession in 1914, White Knob had produced \$3.75 million in copper, some silver, and a little gold. While mining continued for several decades after this, fluctuations in copper prices, the high costs of implementing technological improvements to facilitate production from low-grade ores, and increasing transportation costs inhibited efficiency and limited profits at White Knob.

As decades passed, small community houses and mine buildings were abandoned or fell into disrepair, rail lines slipped into memory, and the gravity-operated tramway ceased to operate. Looking down on the town of Mackay, the tramway towers stood as lonely sentinels of a history remembered only by local residents and historians.

In 1999, an unexpected event rekindled public interests in White Knob. Responding to a mine lessee’s sale and initial dismantling of historic buildings on private land in the White Knob area, local citizens formed the White Knob Preservation Committee to save what remained at White Knob.

Working in collaboration with mining lease holders, U.S. Forest Service and BLM archaeologists and managers, local community members, members of the White Knob Preservation Committee, and volunteers from the Forest Service’s Passport in Time program initiated efforts to begin documenting the historic mining town of Cliff City and the historic mining district of White Knob, including early miner’s houses, mine buildings, the railroad grade, a wood-timbered railroad trestle, and remaining towers of the aerial tram system. This work was accomplished via a partnership using \$12,000 of BLM Challenge Cost-Share funding matched by over \$9,000 in contributions from the White Knob Preservation Committee and the South Custer Historical Society.

Using deferred maintenance funding, professional engineering structural condition-stabilization assessments of the Shay Railroad trestle and the tram towers were completed in 2000-2001. This work was followed by full restoration and reconstruction of the Shay Trestle in 2002. In 2004, work began on stabilization and restoration of ten of the tram towers using BLM deferred maintenance funds. The Shay Railroad Grade and Trestle have been successfully nominated and listed as an Idaho Community Millennium Trail and now serve as a recreation trail for visitors to the area.

BLM, the U.S. Forest Service, local communities and the White Knob Preservation Committee have also worked together to design, fabricate and install interpretive signs along the five-mile-long tramway and develop a wildfire protection plan for the tram towers. They have also prepared newspaper articles, a pictorial primer of restoration activities, and an All-Terrain Vehicle/Horse/Hiking tour brochure for White Knob.

What makes Mackay and this partnership unique is that local citizens and community leaders recognized an untapped potential in their own history and came together with Federal agencies and others to protect, restore, and share their history with visitors. In the process, they have provided opportunities for economic growth—the benefits of which are yet to be fully measured.

In 2003, the White Knob Project was recognized for excellence as an outstanding Idaho historic preservation project with the Idaho State Historical Society’s presentation of the Society’s Orchid Award to committee members and Federal agency representatives, including BLM.

Montana Pompeys Pillar

Pompeys Pillar, located about 25 miles northeast of Billings, Montana, is a massive sandstone outcrop that rises from an almost two-acre base on the banks of the Yellowstone River for a height of 150 feet. On July 25, 1806, Captain William Clark of the Lewis and Clark Expedition arrived at Pompeys Pillar on his return trip from the Pacific coast. Clark’s journal recorded his stop at this “remarkable rock” with its “extensive view in every direction.” He described an idyllic landscape of grassy plains, snow-capped mountains, and cliffs abutting the wandering river. Clark marked his presence by engraving his name and the date of his visit on the outcrop. The simple inscription is the only remaining physical evidence of Lewis and Clark’s epic journey. In his journal, Clark named the rock Pompy’s Tower, Pompy being Clark’s nickname for Sacagawea’s young son, Jean Baptiste Charbonneau, who was born at the expedition’s winter camp at Fort Mandan on February 11, 1805. The name was changed to Pompeys Pillar by author Nicholas Biddle when his account of the Expedition was published in 1814.

Ethnographic and archaeological evidence indicates that the Pillar was a place of ritual and religious activity. Hundreds of petroglyphs on the face of the rock, noted by Clark in his journal, reflect the importance of the monument to early peoples. The Crow people, the dominant residents of the region when Clark passed through, call the Pillar the “Mountain Lions Lodge” in their language, and it figures prominently in Crow oral history. Pompeys Pillar also includes the marks and signatures of a host of characters from the pioneer past, including fur trappers, Yellowstone River steamboat men, frontier army troops, railroad workers, missionaries, and early settlers. In 1873, Lieutenant Colonel George Armstrong Custer and his men camped at its base, where they came under attack from Sioux snipers.

In January of 2001, President William Clinton established Pompeys Pillar as a National Monument and today the site is managed as a heritage tourism site by BLM with assistance from the Pompeys Pillar Historical Association. Some 50,000 visitors come to the Pillar each year to learn and experience the Lewis and Clark Expedition. Currently, there is a small visitor center that is open only during the summer. A larger more substantial visitor center is in the process of being built, and will be open to the public by summer of 2006, the 200th anniversary of Clark’s visit to the Pillar.

Nevada Resurrection of the Comstock Cemeteries: The Visitors of Tomorrow

The Resurrection of the Comstock Cemeteries is an ongoing project involving several historic cemeteries near Virginia City, Nevada. The Comstock cemeteries are within the boundaries of the Virginia City National Historic Landmark (NHL), which encompasses nearly 15,000 acres. BLM manages more than half of the land (the non-urban corridor) within the NHL, including most of the cemeteries.

BLM and its partner, the Comstock Cemetery Foundation (CCF), founded in 2000, have embarked on various strategies and tasks to raise the awareness of cemeteries as cultural resources and to begin the resurrection of the sites as a valuable resource to be managed for various uses, including research, interpretation, restoration, conservation, and community/public space for future generations. Presently, during the summer months the cemeteries are the most visited sites in the NHL. Yearly, 1.7 million people visit the Comstock area, with the cemeteries as the second-most-visited attraction. The Comstock cemeteries contain architectural elements associated with the Victorian era; intricate ironwork, ornate marble doorways, elaborate zinc and stone monuments, and hand-crafted wooden structures.



Montana: Pompeys Pillar



Nevada: Resurrection of the Comstock Cemeteries: The Visitors of Tomorrow

During the past five years, BLM and the CCF have completed several joint projects, including some funded under a 2001 Save America’s Treasures award through the National Park Service. Accomplishments include: 23 grave site restorations, a land status survey, vegetation removal (with the Nevada Division of Forestry), educational and living history tours with a local theater group, grant preparation, and the integration of mitigation measures to protect the cemeteries.

Pending additional funding, future goals include development of: 1) a visitor and interpretive center; 2) individual cemetery landscaped areas; 3) public use areas; 4) infrastructure improvements; and 5) satellite museums (outlying cemeteries).

In all, the partnership between BLM and the CCF has led to a more supportive and receptive attitude toward the agency by the local community. Because the local community is of low population and in a poor economic situation, the impact is twofold: 1) an increase in tourism dollars; and 2) the financial burden to preserve the cemeteries is no longer the sole responsibility of the county or ad hoc groups.

Additionally, the CCF has galvanized the community in the promotion of the cemeteries as a significant cultural resource. The CCF’s impressive short-term progress, innovative preservation approach, and commitment to working with BLM are a unique experience for western Nevada.

This project is truly a collaborative effort, with each organization making outstanding contributions. The cemeteries are starting their journey back to the 1860s, a time of gardens, a time when visitors were transformed by the most beautiful cemetery in the state of Nevada (Territorial Enterprise 1872). Thanks to this partnership, the visitors of tomorrow will likely have a clearer view.

New Mexico New Mexico Museum of Natural History and Science

Besides creating innovative and productive partnerships for the benefit and protection of cultural resources, BLM has also forged partnerships involving paleontological resources that also fulfill the intent of E.O. 13287. The following is an example of one such successful partnership in New Mexico.

Since the establishment of the New Mexico Museum of Natural History and Science in 1986 in Albuquerque, the spirit of cooperation between the museum and BLM-New Mexico has provided benefits to the public through identification of fossil resources on public lands, scientific research, public education, and opportunities for public participation in various levels of fossil resource preservation. This long-standing relationship now operates under an assistance agreement, providing funding leveraged into big returns for the people of New Mexico, scientists nationwide and worldwide, visitors to the State, and managers of public fossil resources.

The New Mexico Museum of Natural History and Science has had more than 5 million visitors since its opening in 1987, with about 120,000 children from New Mexico participating in educational activities at the museum every year. The museum operates the Sandia Mountains Natural History Center in cooperation with Albuquerque Public Schools (APS) and provides outdoor ecological education to all 5th grade students in APS as well as surrounding Pueblos and other school districts. In addition, scientists from around the world regularly come to see its world-class fossil collections.

A new Jurassic hall, the Hall of Giants, opened in August 2004 featuring real fossil bones from *Seismosaurus* and *Saurophagnax*, both collected from public lands in New Mexico. Lightweight casts of the animals allow an action-packed re-creation of a 150-million-year-old ambush. The hall opened to a series of well-attended public lectures highlighting BLM Jurassic dinosaurs. “Earthshaker,” a film about *Seismosaurus* premiered in June 2005 as part of the award winning “Colores” series produced by the local public television affiliate, KUNM. The film, a cooperative effort among BLM, the museum, and KUNM, documents the dinosaurs’ discovery.

Over the last two years, the partnership between BLM and the New Mexico Museum of Natural History has resulted in the development and launch of a web-based museum collections database. Over 70,000 visitors checked out the website last year. Recent expansion of the site provides interactive activities for children, identifies fossil resources by New Mexico county, and provides access to museum publications. The site now provides information that appeals to people of all ages, including schoolchildren, university students and researchers from around the world. Virtual exhibits and expeditions are future planned additions.

In addition, volunteers actively work with museum personnel to survey public lands, excavate important fossils, prepare fossils for display, and catalog and curate the collections. A Jurassic dinosaur quarry on public lands west of Albuquerque has yielded over 72 plaster-jacketed blocks containing hundreds of new specimens. The quarry provides an outstanding opportunity for the public to visit an active dinosaur excavation in a beautiful outdoor setting. Future plans call for development of the quarry as an interpretive site.

Work at the quarry represents 6,000 hours of volunteer labor, matched by volunteer preparation time in “Fossil Works.” Fossil Works is an open fossil specimen preparation display, which provides museum visitors the opportunity to view specimen preparation. Thus, this partnership extends from the museum, to BLM lands, and back again to the museum, where visitors can enjoy the thrill of seeing specimens exposed before their eyes.

Oregon Cape Blanco Lighthouse

As the westernmost point on the Oregon coast, the Cape Blanco headland has seen human use long before there was a lighthouse placed there. For at least the last 5,000 years, Native Americans have utilized the rich marine and inshore resources around Cape Blanco. As settlers developed communities along the Oregon coast in the 1860s, commerce with San Francisco became an important economic force and the dangerous rocks around Cape Blanco took their toll on ships.

The Cape Blanco lighthouse was constructed in 1870 to protect shipping. Today, this is Oregon’s oldest continuously operating lighthouse, with a magnificent 6 ½-foot-high brass and glass rotating Fresnel lens continuing to project a beam of light 22 miles out to sea from its perch atop the 50-foot-high tower. During World War II, this headland also served as U.S. Army coastal defense base. The lighthouse was completely automated in the 1980s, and placed on the National Register of Historic Places in 1992.

In 1994 BLM signed an agreement with the U.S. Coast Guard to manage the lighthouse for promotion of public access while preserving the cultural heritage of the headland. Visitor access to the lighthouse is a longstanding tradition at Cape Blanco. During the last 11 years of BLM management, over 250,000



New Mexico: New Mexico Museum of Natural History and Science



Oregon: Cape Blanco Lighthouse

tourists have visited the headland and been able to climb to the top of the tower and stand next to the Fresnel lens, a rare experience among Oregon’s lighthouses.

BLM manages this headland through a six-party partnership, representing both public and private organizations. The partners include Oregon Parks and Recreation Department (OPRD), Curry County, the Confederated Tribes of Siletz Indians, the Coquille Indian Tribe, and the Friends of Cape Blanco. OPRD manages the adjacent state park, and provides volunteers who conduct tours of the lighthouse. Curry County provides assistance in maintenance tasks and grant funding. The two Federally-recognized tribes have provided management direction and financial help. The Friends of Cape Blanco manage an on-site book store, which makes available educational materials to visitors and conducts interpretive tours.

Over the years, the Cape Blanco partners have worked together to solve many of the challenges of restoring and maintaining a historic lighthouse and the associated small greeting center. With the assistance of all partners, a major project was undertaken in 2003 involving replacement of the tower copper roof and lens room windows, and repainting of the exterior, as well as normal maintenance; the lighthouse was closed for six months during these renovations.

The final phase of planned repairs to the tower was completed in 2005. The partners are currently developing plans for funding the regular maintenance required to keep this building “shipshape.” Also, in the planning stages are projects that will improve services for visitors, as well as assist them in developing an understanding and appreciation for how past residents lived on this beautiful but remote part of the Oregon coast.

Utah

Orson B. Adams House Rehabilitation and Adaptive Re-Use Project

This project, still in progress, will preserve and adaptively re-use a mid-19th-century historic farmstead located on public lands in southwestern Utah, approximately 15 miles north of St. George. The 215-acre project area was purchased from private owners in 2001 by BLM’s St. George Field Office, using Federal Land and Water Conservation money. The acquisition was intended to assist with the consolidation of the land base for the adjacent Red Cliffs Desert Reserve, a 62,000-acre restricted-use area designated in 1996 for the protection of the Federally threatened Mojave Desert Tortoise and other at-risk species. The Reserve is managed by Washington County, working collaboratively with BLM, other Federal agencies, the State of Utah, and local municipalities. Long-term Cooperative Agreements are in place between Washington County and BLM that formalize the collaborative roles and responsibilities of the partners in the management of the Reserve and its resources.

Heritage resources within the project area include the National Register-eligible Orson B. Adams house, a small native sandstone residence constructed ca.1863, a 200-acre historic agrarian landscape, and other archaeological resources. The Adams house is the only intact structure that remains of the short-lived Mormon pioneer settlement of Harrisburg, Utah. The Utah SHPO has determined that it is eligible for listing on the National Register of Historic Places, under criteria “A”, “C”, and “D.” Otherwise, this tract contains the most intact remnants of Harrisburg’s 19th century agrarian landscape, including terraced fields, relict orchards and vineyards, irrigation ditches, and extensive rock-walled livestock corrals. This landscape is currently being professionally documented and evaluated, in the first Historic American Landscape Study and nomination to be completed in Utah.

This historic residence is being rehabilitated to Secretary of the Interior Standards and Guidelines for adaptive re-use as a small visitor contact/public education facility for both the Reserve and BLM’s Red Cliffs Recreation Site. Federal deferred maintenance funding was secured in 2004 to contract the initial phases of the rehabilitation work with completion in late 2005, involving Washington County as a partner. The National Trust for Historic Preservation, the Utah State Historic Preservation Office, and the Utah Heritage Foundation have also contributed grant funds or provided technical assistance for this project. Once rehabilitation work is completed, the Arizona Strip Interpretive Association, a non-profit organization, will assist BLM in managing the Adams house as a visitor center, and by providing volunteers and docents to conduct public outreach.

Approximately ¼ mile to the north of the Orson B. Adams House, the remains of a 1950s Hollywood movie set, constructed for the filming of “They Came to Cordura,” starring Gary Cooper and Rita Hayworth, are still evident. The features of the movie set, which recreated an early 20th-century Texas border town, are generally screened from the Adams house by riparian vegetation, including large Fremont cottonwood trees, and do not create a strong visual intrusion on the setting of Adams house or other historic features and properties in the general area. In the future, the movie set may also be deemed of historic importance.

Numerous prehistoric archaeological sites are also preserved here, attesting to the occupation and resource exploitation of this landscape by aboriginal groups, including the Formative Period Ancestral Puebloans (Virgin Anasazi) and the Southern Paiute. The project area is ideally suited for heritage education, with tangible resources that attest to changing landscape uses over time.

In light of all these resources, Washington County, the local communities of Leeds and Silver Reef, the Leeds and Washington County Historical Societies, Utah State University, and the Utah and Nevada Chapters of the American Society of Landscape Architects are collaborating with BLM to develop a master concept plan for public use of the 215 acres that surround the Adams house. Thus, BLM’s successful partnership with this remarkable set of resources will be continuing for many years to come.

Wyoming National Historic Trails Interpretive Center

The National Historic Trails Interpretive Center, located on a bluff overlooking the North Platte River and Casper, Wyoming, spectacularly addresses the history of the pioneer trails that crisscrossed the Casper area in the 1800s. The facility is a \$12-million, state-of-the-art, multi-media, non-profit partnership venture involving BLM, the City of Casper, the National Historic Trails Center Foundation, and generous private donors. The building was constructed using Congressional appropriations, while funds to create the exhibits were donated by non-Federal partners as part of a unique arrangement. BLM provides permanent staffing which is supplemented by dedicated volunteers. Plans for the Center began in the early 1990s, coming to fruition with a grand opening on August, 9, 2002. Visitors include national and international travelers.

The Center was placed in Casper since it is the only spot geographically west of the Mississippi where six of the main pioneer trails to the West merged. These were the Oregon, California, Mormon, Bridger and Bozeman trails, along with the famous Pony Express route. In addition, numerous Native American trails came through this part of Wyoming, making the Casper area an ideal location to interpret frontier history and the westward expansion of the nation.



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Wyoming: National Historic Trails Interpretive Center

The Center achieves BLM’s goals of providing quality educational information to visitors. What these visitors find at the Center enhances their understanding of and respect for archaeological and historical sites through the implementation of an interactive, hands-on experience, making the Center an educational, yet fun, heritage tourism destination. The Center is filled with relics and recreations of a past relevant to all Americans and enjoyed by international visitors interested in learning about the challenges faced by early western pioneers trying to make new lives for themselves and their families.

The facility features numerous interactive exhibits that interpret the many stories about people who traveled these nationally significant trails. Visitors can relive some of the day-to-day encounters of the emigrants on their grueling travels across the prairies and the formidable Rocky Mountains. Activities include taking a simulated wagon ride over a bumpy river crossing, which involves actually sitting in a wagon replica that lumbers along much like those in the mid-1800s; the experience is further enhanced by a video featuring a river landscape filmed at the actual location where pioneers crossed the North Platte River in their wagons. In addition, visitors can experience pulling a handcart similar to those used by many Mormon Trail travelers, or sit in a replicated Wells Fargo stagecoach and discover the cramped and crowded conditions of these early modes of transportation.

Further making the Center a unique and memorable place is a stone wall inside the building featuring reproductions of emigrant inscriptions found on historic Wyoming landmarks, such as Independence Rock and Register Cliff. Specially selected stones were taken to an engraver’s studio; designs were made from photographs of the original rock inscriptions and then transferred to the Center’s lobby rock wall. Knowledgeable docents interact with visitors to explain the significance of the inscription wall, as well as educate them about the history of the trails. Visitors leave the facility with a greater awareness of how remarkable and resourceful these early Americans were.

The National Historic Trails Interpretive Center is becoming a valued part of Casper’s tourism industry, and is a unique example of how heritage tourism can be developed with innovative thinking between BLM and various non-Federal partners. Many favorable comments made in the Center’s guest register by satisfied visitors are testament to the success of this fine partnership-created facility and foreshadow its continuing value to future generations.

